

## Message Text

SECRET

PAGE 01 BRASIL 00676 01 OF 03 271308Z  
ACTION ARA-14

INFO OCT-01 ISO-00 SIG-01 MMO-01 A-01 CIAE-00 DODE-00  
PM-05 H-01 INR-07 L-03 NSAE-00 PA-01 PRS-01  
SP-02 SS-15 NSCE-00 SSO-00 USIE-00 INRE-00 CU-04  
TRSE-00 OMB-01 AID-05 ACDA-12 IO-13 EB-08 NRC-05  
OES-07 SOE-02 DOE-11 HA-05 STR-06 CEA-01 AGRE-00  
AF-10 COME-00 /143 W  
-----055687 271330Z /45

O R 271050Z JAN 78  
FM AMEMBASSY BRASILIA  
TO SECSTATE WASHDC IMMEDIATE 5810  
INFO AMCONSUL RIO DE JANEIRO  
AMCONSUL SAO PAULO  
CHMN US DEL JBUSMC RIO DE JANEIRO

S E C R E T SECTION 1 OF 3 BRASILIA 0676

E.O. 11652: GDS  
TAGS: BR  
SUBJECT: US GOALS AND OBJECTIVES IN BRAZIL

REF: 77 STATE 295558

1. FOLLOWING ARE EMBASSY'S RECOMMENDED CHANGES TO STATEMENT OF US FOREIGN POLICY GOALS AND OBJECTIVES IN BRAZIL TRANSMITTED IN REFTEL, AS DEPARTMENT KNOWS, EMBASSY'S RESPONSE WAS DEFERRED PENDING AMBASSADOR'S RETURN.
2. CHANGES BELOW, FOLLOWED BY EXPLANATORY NOTES, ARE KEYED TO TEXT OF REFTEL. WHERE NO CHANGES HAVE BEEN MADE TO DEPARTMENT'S TEXT, WE HAVE SO INDICATED BY SIMPLE REFERENCE TO THE APPROPRIATE TIC IN THAT TEXT.
3. BEGIN TEXT

SECRET

SECRET

PAGE 02 BRASIL 00676 01 OF 03 271308Z

I. DEVELOPMENT OF CLOSE AND ACTIVE BILATERAL RELATIONS ACROSS A BROAD FRONT THROUGH IMPROVED PROGRAMS OF COOPERATION WITH THE OBJECTIVE OF EXERCISING AS MUCH US INFLUENCE AS POSSIBLE DURING A PERIOD OF (1) SIGNIFICANT DOMESTIC BRAZILIAN TRANSFORMATION AND (2) A GROWING BRAZILIAN ROLE ON THE WORLD ECONOMIC SCENE.

(EXPLANATION: "RESTORATION OF GOOD" IN DEPARTMENT'S TEXT IS TOO GENERAL A PHRASE AND OBSCURES THE INEVITABLE DIFFICULTIES IN OUR RELATIONSHIP WITH BRAZIL THAT ARE INHERENT IN THE INCOMPATIBILITIES OF US AND BRAZILIAN INTERESTS AND THE STAGE OF ECONOMIC AND POLITICAL DEVELOPMENT BRAZIL IS PASSING THROUGH.)

1ST TIC - NO CHANGE

2ND TIC - NO CHANGE

3RD TIC - NO CHANGE

4TH TIC - NO CHANGE

(COMMENT: THE FOLLOWING TWO ADDITIONS TO THIS SECTION REFLECT BASIC USIS OBJECTIVES IMPORTANT TO THE CONDUCT OF OUR RELATIONS AND WARRANT INCLUSION IN THAT THE PUBLIC DIPLOMATIC IMPLICATIONS OF OUR POLICY APPROACHES ARE A SIGNIFICANT INGREDIENT IN OUR RELATIONS.)

-- AVOID GRATUITOUS OR THOUGHTLESS IRRITANTS OF STYLE AND PROCEDURE.

-- PROMOTE BRAZILIAN UNDERSTANDING OF THE OPEN, PARTICIPATORY INTERACTION OF US SOCIETY, IN  
SECRET

SECRET

PAGE 03 BRASIL 00676 01 OF 03 271308Z

SUPPORT OF THE PUBLIC ASPECTS OF OUR DIPLOMACY.  
DEMONSTRATE THE INNOVATIVE AND CREATIVE EXCELLENCE  
OF US ARTISTIC, CULTURAL AND TECHNOLOGICAL ENDEAVOR.

## II. AGREEMENT ON NUCLEAR NON-PROLIFERATION

-- WORK TOWARD AN AGREEMENT WITH THE GOB THAT SATISFIES  
OUR CONCERNS WITH RESPECT BOTH TO SENSITIVE TECHNOLOGIES AND TO THE NEED FOR FULL SCOPE SAFEGUARDS  
(PERHAPS THROUGH THE TREATY OF TLAELOLCO).

(EXPLANATION: PHRASE "AND WHICH IS AS SATISFACTORY TO BRAZIL AS POSSIBLE" OMITTED BECAUSE THOUGHT IS IMPLICIT IN THE CONCEPT OF AGREEMENT.)

-- EMPHASIZE OUR ACCEPTANCE OF THE LEGITIMACY OF  
BRAZIL'S NEED FOR POWER FROM NUCLEAR ENERGY AND  
THE WORLD-WIDE NATURE OF OUR NON-PROLIFERATION  
CONCERNS.

(EXPLANATION: WORDS "POWER FROM" ADDED BECAUSE THAT IS THE ELEMENT WHOSE LEGITIMACY WE ARE

ACCEPTING.)

3RD TIC - NO CHANGE

--. SEEK TO INTEREST THE GOB IN ALTERNATIVE LINES OF  
DEVELOPMENT WHICH WE HAVE SUGGESTED.

(EXPLANATION: UPDATE OF DEPARTMENT'S TEXT.)

-- SEEK TO RESOLVE QUICKLY THE FUEL SUPPLY ISSUE  
FOR ANGRA I.

(EXPLANATION: RECOVERED FROM EMBASSY'S ORIGINAL  
SUBMISSION BECAUSE FUEL ISSUE IS NOT YET RESOLVED.

SECRET

SECRET

PAGE 04 BRASIL 00676 01 OF 03 271308Z

THIS IS A VERY IMPORTANT AND VALID OBJECTIVE.)

-- ENCOURAGE BROAD AND ACTIVE GOB PARTICIPATION IN  
THE INFCE PROGRAM.

(EXPLANATION: UPDATE OF DEPARTMENT'S 5TH TIC IN  
THIS SECTION. BRAZIL IS ALREADY A PARTICIPANT  
IN INFCE.)

6TH TIC - NO CHANGE

SECRET

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SECRET

PAGE 01 BRASIL 00676 02 OF 03 271300Z  
ACTION ARA-14

INFO OCT-01 ISO-00 SIG-01 MMO-01 CIAE-00 DODE-00 PM-05

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SOE-02 DOE-11 HA-05 STR-06 CEA-01 AGRE-00 AF-10

COME-00 A-01 /143 W

-----055609 271332Z /45

O R 271050Z JAN 78

FM AMEMBASSY BRASILIA

TO SECSTATE WASHDC IMMEDIATE 5811  
INFO AMCONSUL RIO DE JANEIRO  
AMCONSUL SAO PAULO  
CHMN US DEL JBUSMC RIO DE JANEIRO

S E C R E T SECTION 2 OF 3 BRASILIA 0676

7TH TIC - NO CHANGE

8TH TIC - OMIT LAST FOUR WORDS: "AFTER AGREEMENT IS  
REACHED."

(EXPLANATION: AS THE SITUATION HAS EVOLVED,  
PARTICULARLY AS RESULT OF THE SECRETARY'S  
CONVERSATIONS--WHICH INCLUDED OFFERS OF  
COOPERATION--WE ARE NOT CONDITIONING OUR  
OFFERS OF NUCLEAR R&D TO A SPECIFIC AGREEMENT.  
WE BELIEVE CLAUSE "TO THE TEXTENT OUR NATIONAL  
POLICIES....PERMIT" SETS ADEQUATE LIMITS.)

9TH TIC - NO CHANGE

### III. PROMOTION OF HUMAN RIGHTS

-- CONCENTRATE OUR EFFORTSHON RIGHTS AFFECTING  
SECURITY OF THE PERSON, URGING CLOSER CONTROL  
SECRET

SECRET

PAGE 02 BRASIL 00676 02 OF 03 271300Z

OVER ABUSES BY THE SECURITY FORCES.

(EXPLANATION: ADDITION OF WORDS "OVER ABUSES"  
TO DEPARTMENT'S TEXT FOR PURPOSES OF CLARITY.)

2ND TIC - NO CHANGE

-- WITH RESPECT TO BROADER POLITICAL/CIVIL LIBERTIES,  
CONTINUE TO SPEAK OUT IN OUR OWN VALUES, RESERVING  
DIRECT PRESSURES ON THE GOB FOR INSTANCES OF  
MAJOR ABRIDGMENT OF THOSE LIBERTIES.

(EXPLANATION: INTENDED TO PROVIDE FOR GRADUATIONS  
IN OUR ACTIONS AND PRESERVE OUR FLEXIBILITY WITH  
RESPECT TO CIVIL LIBERTIES DEPENDING ON NATURE OF  
GOB ACTIONS.)

-- EXPRESS SUPPORT FOR GOVERNMENTAL AND NON-  
GOVERNMENTAL EFFORTS AIMED AT GREATER LIBERALI-  
ZATION OF THE BRAZILIAN POLITICAL SYSTEM.

(EXPLANATION: ADDITIONS TO DEPARTMENT' S TEXT,

FOR PURPOSES OF SPECIFICITY AND CLARITY.)

5TH TIC - NO CHANGE

6TH TIC - NO CHANGE

-- ENSURE THAT THE IMPACT OF US DECISIONS IN THE  
HUMAN RIGHTS FIELD ON OUR DIVERSE INTERESTS IN  
BRAZIL IS GIVEN FULL CONSIDERATION.

(EXPLANATION: THIS ADDITION TO DEPARTMENT'S  
SECRET

SECRET

PAGE 03 BRASIL 00676 02 OF 03 271300Z

TEXT MADE BECAUSE WE CONSIDER IT TO EMBODY A  
VERY IMPORTANT CONCEPT; IT PARALLELS LANGUAGE  
APPLIED TO US ECONOMIC DECISIONS. SEE BELOW.)

#### IV. IMPROVEMENT OF BILATERAL ECONOMIC RELATIONS

1ST TIC - CO CHANGE

2ND TIC - NO CHANGE

-- ENSURE THAT THE IMPACT OF US ECONOMIC DECISIONS,  
FOR EXAMPLE THE IMPOSITION OF NEW IMPORT RESTRICTIONS, ON OUR  
DIVERSE INTERESTS IN BRAZIL IS GIVEN FULL CONSIDERATION.

(EXPLANATION: "FOR EXAMPLE THE IMPOSITION OF  
NEW IMPORT RESTRICTIONS" ADDED FOR PURPOSES OF  
CLARITY.)

4TH TIC - NO CHANGE

5TH TIC - NO CHANGE

6TH TIC - NO CHANGE

-- ENCOURAGE CLOSER CONSULTATIVE AND WORKING  
RELATIONSHIPS BETWEEN USDA AND THE BRAZILIAN  
AGRICULTURE MINISTRY.

(EXPLANATION: CLAUSE "WITHIN THE MEMORANDUM  
OF UNDERSTANDING" DROPPED BECAUSE WE CONSIDER  
ITS INCLUSION TOO CONFINING.)

8TH TIC - NO CHANGE

-- GIVEN PERSUASIVE INDICATIONS THAT WE RECOGNIZE  
BRAZIL'S LEGITIMATE NEEDS TO FURTHER REDUCE  
ITS DEPENDENCE ON FOREIGN SOURCES OF PETROLEUM,  
SECRET

SECRET

PAGE 04 BRASIL 00676 02 OF 03 271300Z

ITS CONTINUING CONCERN WITH THE PRICE OF PETROLEUM  
AND THE NEED FOR ALTERNATIVE ENERGY SOURCES.

(COMMENT: WE CONSIDER THIS STATEMENT LARGELY  
REDUNDANT IN LIGHT OF THE SECOND TIC IN SECTION  
II ON NUCLEAR NON-PROLIFERATION.)

V. STIMULATION OF MORE RESPONSIBLE BRAZILIAN  
POSITIONS ON GLOBAL ISSUES.

(EXPLANATION: WORD "ECONOMIC" DROPPED BECAUSE  
IT IS TOO RESTRICTIVE.)

(COMMENT: EMBASSY SUGGESTS DROPPING DEPARTMENT'S  
FIRST TIC BECAUSE THE LANGUAGE OVERSTATES THE  
IDENTITY OF INTERESTS BETWEEN THE US AND BRAZIL.  
WE BELIEVE OUR TWO STATEMENTS SUGGESTED BELOW  
MORE ACCURATELY REFLECT THE REAL NATURE OF THE  
RELATIONSHIP BETWEEN US.)

-- THROUGH OUR FORMALIZED CONSULTATIVE PROCESS AND

SECRET

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SECRET

PAGE 01 BRASIL 00676 03 OF 03 271304Z  
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INFO OCT-01 ISO-00 SIG-01 MMO-01 A-01 CIAE-00 DODE-00  
PM-05 H-01 INR-07 L-03 NSAE-00 PA-01 PRS-01  
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OES-07 SOE-02 DOE-11 HA-05 STR-06 CEA-01 AGRE-00  
AF-10 COME-00 /143 W

-----055638 271332Z /45

O R 271050Z JAN 78  
FM AMEMBASSY BRASILIA  
TO SECSTATE WASHDC IMMEDIATE 5812  
INFO AMCONSUL RIO DE JANEIRO  
RUESUP/AMCONSUL SAO PAULO 0114  
CHMN US DEL JBUSMC RIO DE JANEIRO

SECRET SECTION 3 OF 3 BRASILIA 0676

THE FULL RANGE OF HIGH LEVEL BILATERAL CONTACTS,  
ENCOURAGE A GREATER SENSE OF BRAZILIAN INVOLVEMENT  
IN THE RESOLUTION OF MAJOR INTERNATIONAL ISSUES  
AND FOSTER SUPPORT FOR US AND WESTERN OBJECTIVES  
AND THE COMPREHENSION OF THE BRAZILIAN STAKE IN  
THEM.

-- IN THE SAME PROCESS, DEMONSTRATE OUR READINESS  
TO TREAT BRAZIL AS A MATURE INTERLOCUTOR WITH A  
PRESUMED SHARED STAKE IN CONSTRUCTIVE SOLUTIONS  
IN AREAS SUCH AS LATIN AMERICA AND AFRICA.

-- SEEK CLOSE TIMELY CONSULTATION WITH THE GOB IN  
MULTILATERAL FORA (LOS, GATT, ECOSOC, ETC.) IN  
WHICH BRAZIL BY ITS WEIGHT AND PROFESSIONAL  
COMPETENCE CAN PLAY A CONSTRUCTIVE ROLE.

(EXPLANATION: WE SUGGEST SUBSTITUTING DEPARTMENT'S  
CLAUSE "IN WHICH WE MIGHT COME TO A COMMON POSITION"  
SECRET

SECRET

PAGE 02 BRASIL 00676 03 OF 03 271304Z

BY "IN WHICH BRAZIL BY ITS WEIGHT..." ETC., BECAUSE  
WE CONSIDER THE DEPARTMENT'S CLAUSE TOO RESTRICTIVE IN THAT  
IT SUGGESTS THAT WE WOULD NOT SEEK CONSULTATION UNLESS  
THERE WAS A GOOD CHANCE OF COMING TO A COMMON POSITION.  
WE CONSIDER CLOSE CONSULTATION, EVEN WHEN SUBSTANTIAL  
DIFFERENCES EXIST, TO BE USEFUL AS PART OF AN EDUCATIONAL  
PROCESS AND ALSO AS GOOD STYLE, I.E., TO CONVEY THAT WE  
ARE PREPARED TO TREAT BRAZIL AS A SERIOUS INTERLOCUTOR.)

-- ENCOURAGE A RESPONSIBLE AND ACTIVE LEADERSHIP  
ROLE BY BRAZIL ON THE NORTH-SOUTH DIALOG.

(EXPLANATION: OUR PROBLEM WITH THE DEPARTMENT'S FORMULATION  
OF THIS STATEMENT IS THAT BRAZIL HAS HAD A VERY SPOTTY  
RECORD IN ASSUMING LEADERSHIP AND WE DO NOT WISH TO SUGGEST  
THAT IT IS FOLLOWING A LEADERSHIP ROLE IN THE NORTH-SOUTH  
DIALOG. AT THE SAME TIME, WE WOULD LIKE TO SEE BRAZIL  
ASSUME SUCH A ROLE CONSISTENTLY PROVIDED IT WERE RESPONSIBLE.)

DEPARTMENT'S 4TH TIC - NO CHANGE

5TH TIC - NO CHANGE

-- ENCOURAGE BRAZIL TO PLAY A CONSTRUCTIVE ROLE IN  
COMMODITY DISCUSSIONS.

(EXPLANATION: CLAUSE REFERRING TO SUGAR NEGOTIATIONS  
DROPPED BECAUSE OUTDATED.)

VI. MAINTENANCE OF SECURITY RELATIONSHIP WITH BRAZIL

-- SEEK TO MAINTAIN MILITARY RELATIONSHIPS WHICH  
EFFECTIVELY PROMOTE WELL-DEFINED US SECURITY  
SECRET

SECRET

PAGE 03 BRASIL 00676 03 OF 03 271304Z

INTERESTS AND WHICH ARE WITHIN THE BOUNDS AND  
SPIRIT OF US LAW AND CONSISTENT WITH ADMINISTRATION  
POLICY ON CONVENTIONAL ARMS RESTRAINT AND HUMAN  
RIGHTS. ENCOURAGE CONTINUED PARTICIPATION IN  
COLLECTIVE HEMISPHERIC SECURITY ARRANGEMENTS (RIO  
TREATY).

(EXPLANATION: FIRST CLAUSE OF DEPARTMENT'S FORMULATION  
IS TOO VAGUE; OUR REFORMULATION IS INTENDED TO BE A MORE  
EFFECTIVE GUIDELINE. WORDS "WELL-DEFINED" ADDED TO PRECEDE  
"US SECURITY INTERESTS" BECAUSE ASSESSMENT OF WHAT OUR REAL  
SECURITY INTERESTS ARE IN RELATION TO BRAZIL IS STILL GOING  
ON.)

-- IN RESPONSE TO HIGH-LEVEL GOB EXPRESSIONS OF INTEREST,  
MAKE CLEAR OUR READINESS TO EXPLORE FUTURE FORMS OF  
COOPERATION WITHIN THE BOUNDS OF OUR LAWS AND EXISTING POLICY.

(EXPLANATION: DELETION OF FIRST CLAUSE OF DEPARTMENT'S  
FORMULATION BECAUSE ACCEPTANCE OF GOB DENUNCIATION HAS BEEN  
ACCOMPLISHED. ADDITION OF PHRASE "IN RESPONSE TO HIGH-LEVEL  
GOB EXPRESSIONS OF INTEREST" INTENDED TO MAKE CLEAR THAT THE  
INITIATIVE WITH RESPECT TO FUTURE FORMS OF COOPERATION SHOULD  
COME FROM THE BRAZILIANS, WHO THEMSELVES DISMANTLED EXISTING  
ARRANGEMENTS.)

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## Message Attributes

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**Concepts:** FOREIGN POLICY POSITION  
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**Draft Date:** 27 jan 1978  
**Decaption Date:** 01 jan 1960  
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**Disposition Approved on Date:**  
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**Original Classification:** SECRET  
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**Original Previous Handling Restrictions:** n/a  
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**Reference:** 77 STATE 295558  
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**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** US GOALS AND OBJECTIVES IN BRAZIL  
**TAGS:** PINR, PDIP, AFSP, BR, US  
**To:** STATE  
**Type:** TE  
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Sheryl P. Walter  
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